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ANALYSIS AND POLICY SUPPORT

Technical Brief 1 - Contingency Planning and Preparedness

Experiences and Lessons Learnt during the RELPA-Enhanced Livelihoods in the Mandera Triangle (ELMT¹) Program, Mohammed Abdinoor, ELMT Technical Advisor for Livelihood Protection, Save the Children UK



Background:

In the pastoral areas of Horn of Africa, drought is a common occurrence. However, despite a huge investment to improve drought responses, humanitarian assistance continues to be late. Aid has in some circumstances prevented humanitarian crisis, but it is difficult to find examples where a large scale use of humanitarian assistance has prevented a livelihood crisis. The ODI, 2006² review of 2005-2006 drought points out that '*given the widespread consensus that the early warning was accurate, the delayed response highlights the limitations of early warning in the absence of direct links to plans that set out rapid and appropriate response options*'.

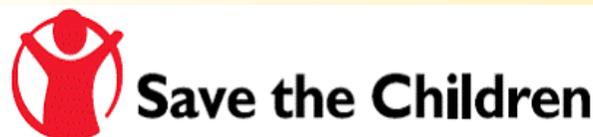
In essence, there should be a strong relationship between early warning, contingency planning and response. The early warning system triggers the implementation of contingency plans based on set of clearly defined indicators. The ODI 2006 paper goes on to describe how inadequate contingency planning, limited capacity in livelihoods programming and inflexible funding mechanisms delayed livelihoods interventions during the 2005-2006 Horn of Africa drought.

This technical brief looks at the role of contingency planning and emergency preparedness in early response based on RELPA-ELMT program experience. The history of contingency planning in the region is explored, the existing challenges and

limitations of contingency planning are presented, followed by a new conceptual approach to contingency planning and early responses developed through the RELPA program. The Dollow Contingency Planning process and response activities supported by ELMT partners CARE Somalia and VSF Suisse is provided as a case study. Lessons learnt and policy recommendations are provided to improve the contingency planning process and early response activities in pastoral areas.

Drought contingency planning in pastoral areas:

Drought contingency planning is not new to pastoral areas of the Horn of Africa. It first began in Kenya in the mid-1980s in Turkana district. In Ethiopia, drought response is regulated by the Government's 1993 National Policy for Disaster Prevention, Preparedness and Management. According to this policy, each district is tasked with preparing drought contingency plans. In pastoral areas of Ethiopia, the World Bank funded Pastoral Community Development Program (PCDP) developed contingency plans in selected districts. Since then many governmental and non-governmental organizations started developing drought contingency plans in the pastoral areas of Kenya, Somalia and Ethiopia. Government departments and agencies have trained staff in contingency planning and have prepared written contingency plans, however, different agencies use different approaches. The rationale behind these plans is to make humanitarian response both quicker and better. In recent years,



¹ In Ethiopia, ELMT is referred to as Enhanced Livelihoods in Southern Ethiopia (ELSE)

² ODI (May 2006) Saving lives through livelihoods: critical gaps in the response to the drought in the Greater Horn of Africa, HPG Briefing, www.odi.org.uk/hpg

these plans have come under criticism due to delayed responses. For example the ODI 2006 paper pointed that the Kenyan contingency planning mechanism did not work very effectively during the response to the drought in 2006 as the funds deposited at the local level were insufficient to cover the type of early livelihoods responses required by the crisis. Similarly, another ODI paper³ while reviewing drought responses in pastoral areas of Ethiopia noted that contingency plans appear to be rather static, and it is unclear to what extent they are linked to effective triggers and adequate contingency funds in the districts.

Challenges and limitations of contingency plans:

At the start of the USAID funded Regional Enhanced Livelihoods in Pastoral Areas (RELPA) program, a review of the existing drought contingency plans in Kenya, Somalia and Ethiopia was undertaken. The objective of the review was to collate and assess the effectiveness of the contingency plans, identify challenges and limitations and explore new ways of improving contingency planning for early and timely response.

The review identified a plethora of contingency plans developed both at the local and national level of the pastoral areas of Ethiopia and Kenya. The contingency planning process can be

few technical staff prepared the plans without the involvement and consultation of other relevant departments such as the procurement, finance, HR, management etc. As a result, donors and the government lacked confidence in the contingency plans. For example, the USAID Pastoralist Livelihoods Initiative (PLI) Evaluation⁴ noted that the drought contingency plan for 'Yabello district of Ethiopia was over 50 pages long, in English and not available at woreda (district) offices. In fact, the contingency plan requests 6,563,700 Eth. Birr (\$656,370) a level of external funding the evaluation considered irresponsible'.

New thinking and ideas to improve contingency planning and early response:

Following this analysis, the RELPA partners: PACAPS and ELMT, organized a series of workshops in order to improve the linkage between early warning and early response in pastoral areas. Two workshops were held in Nairobi, Kenya and Addis Ababa, Ethiopia to improve contingency planning and early response in the Horn of Africa. The initial workshops moved away from topics such as "what is contingency planning" to more specific questions such as "what delays early responses"; "what are the key elements of a good contingency plan" and "how do we make contingency plans work for pastoralists". The workshops then focused on understanding when shocks occur and their

Key findings of the review of the contingency plans:

- A lack of detailed livelihood analysis and understanding of the area, for example, the proportion of pastoralists, agro-pastoralists, sedentary populations was not defined or used for planning.
- No clear objectives or purposes for undertaking different livelihood interventions, for example the objectives of interventions such as livestock treatment or vaccination were often not clear.
- A lack early warning triggers. Although most mention 'alarm', 'alert' or 'emergency' they did not mention the EW indicators or 'triggers' that indicate a move from one stage to another.
- A lack of defined roles and responsibilities at the local and national levels amongst government ministries, NGO's, communities and private sector.
- A lack of contingency funds or resources to implement planned drought responses activities. Most plans did not explain or say where the funds will come from.
- Too much focus on food aid and not enough consideration for livelihood protection.
- Some of the contingency plans had long lists of 'development interventions' with 'high budgets' such as construction and rehabilitation of water sources.
- Lack of specific timelines, for example, how long it takes to deliver fodder to the field.
- Lack of preparedness: i.e. what needs to take place to turn the contingency plan into action.

categorized into three broad groups: (a) UN-led contingency plans developed by individual or joint UN agencies such as UNICEF, WFP; (b) government -ed contingency plans such as PCDP, the Arid Lands Resource Management Project (ALRMP) etc. and (c) NGO-initiated contingency planning. The UN-led and initiated contingency plans are 'country specific' and multi-sectoral. The focus of this paper is more on the latter: government and NGO led contingency plans at local level.

The review found that most of the plans lacked a common methodological approach in analysis, planning and financing and most were mechanical and lacked detailed and coherent livelihoods analysis required for interventions. In most case the plans were developed out of institutional requirements and a

impact using a seasonal calendar (Table 1) given particular start up times for interventions and the appropriate triggers for the decision to start an intervention. The workshops also discussed appropriate interventions that can protect livelihoods and issues that delay the implementation of drought responses .

1. Manifestations of drought: using a seasonal calendar: In most pastoral areas of the HoA there are two major rainy seasons: the 'gu/ganna' that falls between March and June and the 'deyr/hagaa' that falls between October and November. The exact periods and duration vary from one area to another. Rainfall affects pasture, water, livestock body condition, livestock migration, livestock production, milk availability livestock and grain prices amongst others.

³ Pantuliano, S. and Wekesa, M. (2008) Improving Drought Response in Pastoral Areas of Ethiopia, ODI HPG Briefing Note.

⁴ Behnke, R., Kerven, C. and Teshome, A. (March, 2008) USAID, Pastoralists Livelihoods Initiative (PLI) Project Evaluation, USAID Ethiopia Mission

In developing a drought calendar it is important to develop a 'normal' calendar that describes key determinants of people's economic lives (how they find their food, their cash income and what needs they have) as well as factors that influence these livelihood strategies e.g. rainfall, pasture condition, water availability, migration (who goes where with which animals, and the impact on household livelihood e.g. milk supply), market conditions, food crop harvesting for agro-pastoralists, the price of basic food items, and the availability of other income sources (e.g. firewood/charcoal, skins/hides, and casual labor in towns) etc.

2. Using triggers for livelihood responses⁶ : The interventions which target livestock have appropriate windows of opportunity which are determined purely by the 'drought calendar' – that is, by the succession of different stages in the evolution of a drought. In the drought scenario described in Table 1 for example, livestock feeding could be appropriate from around August, when pasture is

- a. *De-stocking*: early off-take when terms of trade for livestock are still favorable;
- b. *Supplementary livestock feeding*: targeting mainly core breeding animals for a limited time period;
- c. *Emergency veterinary programs*: which can prevent deaths from shocks such as droughts or disease;
- d. *Transport subsidies*: to support off-take of a large number of animals from drought affected areas to markets;
- e. *Support to emergency water supplies* to help prevent distress migration and loss of livestock. This includes: establishing strategic water sources, provision of storage and transport facilities, subsidized provision of fuel and pumps;
- f. *Restocking* for those who have not dropped out of the pastoral system.

Each of the livelihood interventions described attempts to address specific livelihood objectives. For example,

Table 1: Typical drought calendar in the pastoral areas of HoA⁵

Period	Mar-Apr	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec	Jan-Feb
Rainy season	<i>gu/ganna</i>			<i>deyr/hagaya</i>		
'Scenario'	<i>Poor rain</i>	<i>No rain</i>		<i>Poor rain</i>	<i>Poor rain</i>	
<i>Pasture</i>		Declining	Very scarce	None		None
<i>Livestock condition</i>		Declining		Very poor old & weak starting to die	Mortality increasing	High mortality
<i>Livestock market</i>	High		Low demand & price	Very low demand & price	No demand, exploitative prices	

scarce and animal condition is suffering, until the following March, when the rains finally bring new pasture.

Support to livestock marketing in this example makes sense from around August, when low demand pushes down prices because of poor body condition and because many traders hope for a continued drought and a collapse in livestock prices in December. There is unlikely to be any benefit from support to livestock marketing once the condition of the animals is so poor that they have little market value (from around December, in this example).

3. Livelihood interventions—protecting livelihoods: the objective of contingency planning is to respond early prior to the onset of livelihood crisis in order to protect livelihoods. There is ample evidence to show early livelihood interventions can help protect livelihoods and reduce the need for massive emergency interventions to save lives. Based on past experiences of different agencies some of the following interventions are appropriate in pastoral areas:

people have enough to buy food and protect remaining assets.

4. Emergency preparedness, planning and implementation: Time is a key factor in successful implementation of the above livelihood interventions. For example, once animals are dying, it is obviously too late to think about supporting livestock marketing. Similarly it will be too late to distribute livestock feed after the rains have already regenerated pasture. Often lack of adequate intra agency co-ordination, institutional sluggishness and rigidity in procurement, financing, recruitment are some of the constraints to prompt action. Therefore, for contingency plans to be turned into actions, preparedness planning has to be initiated and should form part of contingency planning.

Case Study: Dollow Contingency Plan: CARE Somalia and Vétérinaires Sans Frontières Suisse
 In March, 2008, CARE Somalia and VSF Suisse organized and facilitated a contingency planning workshop in Dollow, Gedo

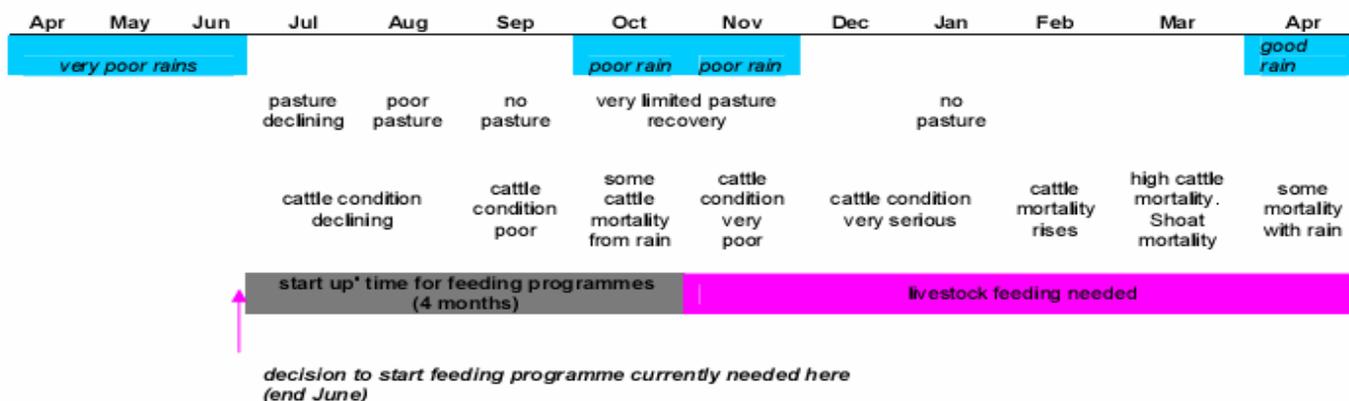


⁵ Levine, S. and Abdinoor, M. (2008) RELPA Guide to early response or "How to make contingency planning useful, in just fifteen easy steps", http://www.elmt-relpa.org/FCKeditor/UserFiles/File/elmt/200902/Guide_ER_Booklet_082608.doc
⁶ Levine, S. and Abdinoor, M. (2008) Trigger Happy? Why do we need to rethink the signals which determine humanitarian interventions for more timely response, PACAPS discussion paper #2 http://www.elmt-relpa.org/FCKeditor/UserFiles/File/elmt/200902/trigger_happy_final.doc

Figure 1: Start-up timeliness: linking EW indicators to livelihood interventions⁶

Figure 1. When should you decide to run an emergency livestock feeding programme?

The figure below is part of a 'drought calendar' (see step 4). Only two parameters are shown here, for illustration.



Region, Somalia. Participants included: CARE Somalia and VSF Suisse technical staff; government officials; local NGOs and co-operatives partners such as Dollow Farmers Co-operative Society (DFCS) and Moonlight Development Agency (MODA); as well as community elders. The objective of the workshop was to plan and prepare for 'failed' or 'below normal' *gu* rains (April-June 2008). The preceding *deyr* rains (October-November 2007) were very much below average and the early warning forecasts from ICPAC, FEWSNET, Meteorological Departments predicted that the *gu* rains would be below normal in pastoral areas of North East Kenya, Southern Somalia and neighboring areas of Ethiopia.

A contingency plan was developed to enable the local community and local humanitarian organizations to be prepared and respond quickly if the *gu* rains failed or performed below normal, based on the following key elements:

- A detailed livelihoods analysis using 'the Dawa Pastoral Livelihood Profile' FSAU/Somalia;
- The use of a drought calendar with two scenarios 'good' and 'bad';
- A focus on livelihood protection interventions (i.e. livestock health, fodder production and water tankering) addressing specific livelihood objectives;
- Defining simple EW triggers and indicators for monitoring;
- Identifying and agreeing the role of stakeholders;
- Reasonable budgets and timelines;
- The involvement of the private sector such as DFCS, private pharmacies and Community Animal Health Workers (CAHWS) in planning and implementation;
- Community involvement in the planning and implementation;
- Funding sourced from 'flexible project funds' and ongoing development projects activities interlinked with planned

drought response activities.

Once the contingency plan was developed, a series of preparedness activities were initiated:

- The NGOs (VSF Suisse and CARE Somalia) regularly informed and alerted the donors such as USAID, ECHO, FAO, UN-OCHA about the imminent situation in the area;
- CARE Somalia, VSF Suisse and other NGOs head-offices in Nairobi were also briefed;
- Draft project proposals were prepared and shared with head-offices; CARE Somalia supported DFCS while VSF Suisse supported MODA to grow fodder along River Dawa for livestock feeding activities and provided fast maturing seeds;
- VSF Suisse identified and trained CAHWs and pharmacies to be engaged in livestock health activities and the modalities of the animal health care activities were agreed with all stakeholders;
- VSF Suisse requested selected veterinary drug stores owners to procure and store the required amounts of drugs for a potential emergency veterinary intervention;
- Regular EW activities were scaled-up. At the start of the *gu* season in April, 2008 rainfall surveillance measures in terms of intensity, coverage and performance were put in place.

Performance of the *gu* rains (April-June, 2008) and livelihood implications: By the end of the *gu* season, the EW reports showed that rainfall amounts, distribution and frequency in Gedo Region were below average. This had a negative impact on the rangelands, water sources and livestock production and reproduction. By July 2008, rangeland conditions deteriorated in most parts of Gedo Region (including Dollow areas) with the exception of small pockets of Baardheere south and Ceel Waaq district. Around this time, 60-70% of the livestock (camels and cattle) migrated from these areas to the adjacent

⁷ 79% of cash derived from de-stocking was used for local purchase of commodities of services, being purchase of food for people (28%), purchase of feed for animals (19%), livestock trucking fees (12%), human medicines (9%), veterinary; care (6%) and purchase of clothes (5%). Source: Abebe, D. et al (2007) Impact of commercial destocking relief intervention in Moyale district, Southern Ethiopia, ODI, Blackwell Publishing

regions of the country⁸.

As the livelihood situation began to deteriorate, the Dollow Contingency Plan was reviewed and a number of livelihoods interventions based on the contingency plan and preparedness plans were implemented:

a) Livestock fodder production and distribution⁹:

CARE Somalia supported DFCS to scale up fodder production and conservation. Dollow District is endowed with two rivers, the Dawa and Juba rivers. The Juba river flows through out the year but the volume decreases significantly in the main dry season (January-April) while Dawa river flows for around ten months. These rivers provide great potential for fodder production if well tapped and used to grow fodder for livestock.

DFCS mobilized its members to grow and conserve fast growing grass species such as Sudan and Columbus grasses. Out of a membership of over 200 farmers, 73 farmers registered their interest with the cooperative to be engaged in fodder production. These farmers were given seeds by the cooperative on a loan basis and were trained on land preparation, planting, harvesting, curing, bailing and storage of fodder. Planting took place in April/May and by the end of August 2008 (a critical period in terms of fodder availability due to the below normal rains) the first harvest of green fodder was available. The farmers had harvested an estimated 8,000 bales, of which 5,000 bales were sold to the pastoralists and agro-pastoralists at a price of Kshs300 (US\$ 4.6) per bale and 3,000 bales were stored for sale later.

Though most livestock, cattle and camel migrated to neighboring regions like Lower Juba, where conditions were better, the core breeding herds that remained in the district were fed from the market. The availability of fodder was a great relief to the pastoral households it was cheaper than



Fodder production along the River Dawa, Dollow, Somalia

the cereals that are normally purchased for weak animals during such a critical period.

Recent experiences confirm that during droughts or severe feed scarcity pastoralists are willing and ready to purchase livestock feed from the market. And that the supply of fodder during dry periods is economically viable despite the uncertainties of demand. This provides an opportunity for the involvement of private sector in the supply and provision of fodder during drought periods or during feed shortages.

b) Livestock health interventions¹⁰: Preparedness activities were also undertaken between April and May 2008. For example, 10 community animal health workers (CAHWs) were trained to provide the pastoralists and agro-pastoralists with basic animal health services while the vet drug stored was supported to replenish its drug stocks.

It was agreed that due to the critical situation in the area, pastoralists would be provided with vouchers that they could use to pay CAHWs for livestock services. These vouchers could then be redeemed for cash at the drug store. This would also promote the use of CAHWs and strengthen their linkages with the drug stores. Between September and November 2008, 4 CAHWs working in Dollow area treated 7,024 animals belonging to 97 households.

c) Water trucking: Participants discussed and agreed that 'water trucking' to reserved dry season grazing areas should not be undertaken as this would encourage mass migration to the dry season grazing areas and deplete the pasture there before the peak drought set in.

d) Support to increased early warning monitoring and reporting: As the 'dry season' progressed, early warning activities were scaled up, field monitors and community mobilisers were asked to undertake regular visits to 'hot spot areas', EW data were collected from the field, analyzed and reports generated on weekly basis. The field EW reports were shared with Headquarters senior staff and donors.

e) Review of the contingency plans and forward planning: At the end of August, 2008, CARE Somalia, VSF Suisse, DFCS, MODA organized a meeting to review the ongoing interventions and start preparations for 'failed' or 'below normal' *deyr* rains. At the time, the livelihood situation on the ground was worrying, and in the event of another bad season, the possibility of a serious livelihood crisis was evident. A set of action points with timelines were agreed and developed. These included: the refinement of emergency livestock interventions; the development of concept notes' and 'draft proposals' for donor funding, internal mobilization and preparedness activities such as identification of suppliers, drafting contract agreements and discussions with potential partners.

f) Funding for emergency support project: After the review meeting with partners at the end of August 2008, a project proposal was prepared by VSF and submitted to ECHO. The proposal was based on analysis of the situation at the time and

⁸ Food Security Assessment Unit (FSAU), *Gu* seasonal assessment report, August, 2009 and ELMT Livelihood Situation Update, July, 2008 www.elmt-relpa.org

¹¹ Tufts University Feinstein International Centre (October 2007), Policy Brief 1: Commercial De-stocking and Drought Response: Issues for Policy Makers, <http://www.savethechildren.org/publications/technical-resources/hunger-malnutrition/EthiopiaPastoralLivelihoodsInitiativePolicyBrief.pdf>

¹² OCHA (2008) Consultancy report on OCHA and Co-ordination in slow onset disasters, http://www.humanitarianinfo.org/iawq-Nairobi/Resources/ToR_TLHR_Development_Final.doc



A pastoral household purchasing fodder from DFCS store in Dolow Somalia.

the possible scenario of below normal *deyr* rains in the area. The project entitled 'Emergency support to vulnerable pastoralists in Gedo and Lower Juba of Somalia (EMPASO)' received funding and activities started in January 2009. The objective of the project was to enhance resilience to livelihood crisis of vulnerable pastoralist through support services and the expected results were the protection of livestock assets of pastoralists through: animal health and water services, cash injections during drought and rapid response to disease epidemics.

The following were the key lessons learnt from the contingency planning and response process:

1. **Contingency planning leading to early response:** A contingency plan, if properly formulated with early warning triggers and a set of drought responses activities with clear objectives, activities and budgets can be a useful tool to facilitate timely responses and help mitigate some of the consequences of drought.
2. **Timeliness and early warning triggers:** To be effective, contingency planning needs to be combined with specific



Livestock health campaign in Dollow, Somalia.

early warning triggers for action based on realistic start up times for particular livelihood interventions as well as pre-determined roles and responsibilities of different local actors such as local government agencies, local and international NGO's, private sector and local co-operatives.

3. **Preparedness planning:** For contingency plans to be practical, preparedness activities **must** be undertaken. For example, if livestock health interventions are to be implemented, CAHWs must be identified and trained, private and government pharmacies must have sufficient veterinary drugs and donors, headquarters staff should be adequately involved.
4. **Linking emergency and development activities:** Contingency planning could be more than 'emergency preparedness' by linking 'emergency' and 'development' activities that can make contingency plans more realistic and address both long term and immediate emergency response activities. Contingency planning can be used to improve quality and appropriateness of drought responses by developing sound response strategies and incorporating lessons learnt from previous drought responses. This is possible in areas where an implementing agency has long-term development programs. For example, during 'normal' periods, private livestock health services can be supported and promoted while during emergencies, private livestock health practitioners such as CAHWs and pharmacies can be engaged in the provision of emergency health veterinary services using agreed procedures and mechanisms without jeopardizing their future roles. Contingency planning provides an opportunity for multiple implementing agencies to plan and implement activities together without undermining their ongoing initiatives.
5. **Funding for contingency plans:** Having readily available contingency funds at the local level is key to the successful implementation of contingency plans. However in the absence of 'contingency funds', donors and implementing agencies can incorporate flexible funding mechanisms that will enable implementing partners to shift budgets from routine activities to drought responses. For example, the USAID funded Pastoralists Livelihoods Initiative (PLI) had an in built 'crisis modifier' funds that allowed implementing NGOs to shift budgets from development to emergency activities in the event of a crisis.
6. **Participation and involvement of others:** Contingency planning should be inclusive and participatory and should not be the preserve of government officials or NGO technical staff alone. At the field level, community members and the private sector should be involved, while at the agency head-offices, various departments such as procurement, finance, logistics, and administration should be involved and supportive through the process.
7. **Continuous process:** Contingency planning should be a continuous process rather than a one off activity. Often, contingency plans are not reviewed or amended. In pastoral areas, contingency plans should be revised roughly one month 'before' and one month 'after' the rains.
8. **Inclusive process at all levels:** Contingency planning should not be confined to technical staff only but should involve staff at all levels of an organization. Various departments such as

human resources, administration and finance, procurement, logistics should carry out preparedness activities long before implementation is due to start. For example, preparing draft job descriptions and draft project proposals, the identification and pre-qualification of potential suppliers and having these approved 'in principle' could save several days or weeks.

9. Role of donors' and senior headquarters' staff:

The involvement of donors and agency senior staff is crucial to the success of interventions. Donors should be involved from the start, regularly briefed and updated on the emerging livelihood situation and trends. At the agency level, buy-in and support from key headquarters' staff such as the Country Directors, Head of Operations, Finance and Administration can make a real difference. It is also important to promote a solid understanding of pastoral livelihoods to such a group of people in order to facilitate the implementation of appropriate drought responses.

Policy recommendations:

Contingency funding: For contingency plans to be effective, adequate and easily accessible contingency funds must be available. Currently, World Bank funded projects e.g. ARLMP (Kenya) and PCDP (Ethiopia) have established contingency funds, however, concerns have been raised about the uses and management of these funds for livelihood response activities. A critical review should be undertaken by the donors, and relevant government offices and mechanisms strengthened to involve local government, local and international NGOs and communities in decision making. However, donors and government should continue to support the establishment of locally held and managed contingency funds as well as national level funds, which should only be used when a large scale drought crisis happens and local contingency funds not sufficient. The importance of this was clearly evident during the 2005-2006 drought.

Increased flexibility in funding: In recent years, some donors such as those funding long term pastoral projects allowed implementing agencies to re-allocate funds from routine development to drought response activities in the event of a crisis. However, the degree of flexibility of the project funds has been minimal, in some cases as low as 10% of the total project, which is insufficient for adequate response. In addition, these flexible funds are not available toward the end of the project periods. It is recommended therefore that there increased flexibility in these programs and additional funds are made available as necessary towards the end of the projects.

Bridging 'emergency' and 'development' paradigms: Major donors and international NGOs often have two separate units/departments; 'emergency' and 'development', with separate, unrelated priorities and objectives. The mandate of the

'emergency' unit is to respond to humanitarian crisis while the 'development' unit is expected to engage only in long term programs. These 'units' often work independently and compete for the meager donor funding. Although it is generally easier to receive funding for short-term crisis than 'long-term' and sustainable projects, particularly in pastoral areas, more investment in development projects can help reduce the need for emergency interventions. For example, investment and funding of livestock health care services, livestock marketing, fodder production can lead to better and improved services that can lead to early response. It is the right time for donors and NGOs to redefine the 'emergency' and 'development' structures, funding portfolio's and programs, particularly for pastoral areas which are more prone to drought and where traditional interventions are particularly inappropriate in protecting livelihoods.

Climate change and role of contingency planning: The impact of climate change is already being felt in pastoral areas of the Horn of Africa. It is assumed that climate change will result in more unpredictable weather and as a result pastoralists' drought coping and responses mechanisms will be affected. Supporting and strengthening some of the pastoral adaptation strategies to climate change is essential and as weather conditions became unpredictable, appropriate preparedness planning and early response can help mitigate the impact of climate change on pastoral livelihoods.

Drought insurance and risk financing approaches in pastoral areas should be explored and supported: As droughts became frequent and pastoral communities' resilience weakened, donors and national governments should set-up drought insurance or risk financing mechanisms that are based on payment of insurance premiums to underwriters. In the event of drought people will be supported during periods of acute need and they will not have to resort to destructive coping mechanisms. Thus the shock is prevented from becoming an emergency, and once it has passed, people can continue with their livelihoods intact.

Building links with private sector for drought response activities: The recent involvement of the private sector in supporting drought response activities shows that it has the potential to play a major role in drought response in the pastoral areas. During the 2005-06 drought in southern Ethiopia, private traders were involved in commercial de-stocking. In Kenya, the Ministry of Livestock, working with the Agricultural Development Corporation, developed a program of soft loans for livestock ranchers in the Kenyan highlands to encourage them to go into the pastoral regions and buy weakened animals¹². Therefore, donors, governments and NGO's should support and engage the private sector in the implementation of drought response activities in pastoral areas.

ELMT CONTACT INFORMATION

Vanessa Tilstone, Learning, Monitoring and Evaluation Advisor, ELMT Regional Co-ordination Unit, Nairobi, Kenya.
Tel: +254-020-2807152, Email: vtilstone@ci.or.ke, Website: www.elmt-relpa.org

Overview: Enhanced Livelihoods in the Mander Triangle

The Enhanced Livelihoods in the Mander Triangle (**ELMT/ELSE**) Program is part of USAID's broader Regional Enhanced Livelihoods in Pastoral Areas (**RELPA**) Program that aims to support a more effective move from emergency-relief dependency to resiliency and sustainable actions that promote long-term economic development in pastoral areas.

The Enhanced Livelihoods in the Mander Triangle (ELMT) Program is the field-based component of RELPA and is being implemented by a Consortium of six led by CARE Somalia together with CARE Kenya, CARE Ethiopia, Save the Children/US (SC/US), Save the Children/UK (SC/UK) and Vétérinaires Sans Frontières-Suisse (VSF-S), who also work with more than 20 local partner-organizations and international resource agencies.

The ELMT program aims 'to increase the self-reliance and resiliency of the target population through improved livelihoods in drought prone pastoral areas of the Mander Triangle'. The expected results include: livestock based livelihoods protected in the event of an emergency; livelihoods enhanced through improved livestock production, health and marketing and strengthened alternative and complementary livelihood strategies; improved natural resource management; strengthened capacity of customary institutions in peace building, civil governance and conflict mitigation; and pastoralist 'voice' in dryland policy formulation strengthened.

ELMT employs three strategies that build on the field-experience of consortium members and other skilled actors in the region: 1) review, verify and consolidate the evidence base, 2) disseminate and scale up the evidence-base, and 3) based on strategies 1 and 2, develop policy 'roadmaps' or guidelines that inform ongoing and developing policy initiatives in the **RELPA** program area, as well as help guide investment in the Horn of Africa.

